

# CITY PLANNING COMMISSION STAFF REPORT

#### **September 14, 2020**

#### **Special Permit**

Case Number: 1 Staff Reviewer: Anna Keller

File Number: E-03-20-21

Case Type: Special Permit

Address: 327-341 and 347 Monroe Avenue

**Applicant:** Ray Trotta, The Holland Trotta Project

**Zoning District:** C-2 Community Center District

Request: To construct a two-lane drive-through for a proposed restaurant (Burger King); an

action requiring City Planning Commission approval.

**Code Section:** 120-43G, 120-136

**Code Enforcement:** The subject property is not currently in code enforcement.

#### **Project Information**

The subject property is a 0.41 acre parcel located on the southwest corner of the intersection at Monroe Avenue and Alexander Street. The subject property currently contains a vacant 2,986 square foot building that was last occupied by the fast food franchise Arby's. The applicant seeks to demolish the existing structure and construct: 1) a 1,400 square foot building at the northeast corner of the parcel and 2) a 2,600 square foot building at the northwest corner of the parcel. The 2,600 square foot building is proposed to be restaurant, Burger King which will include a two-lane drive through. Additional site improvements include a 13 space parking lot, pedestrian accommodations from Alexander Street to the entrance, and a six foot high, board-on-board fence on top of the brick retaining wall along southern property line that abuts the R-2 Medium Density Residential District.

For more project information, please reference the Amended Preliminary Site Plan Findings and Preliminary Site Plan Findings. Included as **Attachment A** is the amendment to the Preliminary Site Plan Findings (SP-19-18-19), dated September 3, 2002. Included as **Attachment B** is the Preliminary Site Plan Findings (SP-19-18-10), dated February 28, 2020.

#### **Code Compliance**

Pursuant to 120-18H, a Special Permit is required to establish a drive-through in the C-2 district subject to the Additional Requirements for Specified Uses in 120-136. As outlined in the Amended Preliminary Site Plan Findings, the proposed project meets the requirements set forth in 120-136 and therefore no waivers from the Planning Commission are needed.

#### **Review Requirements for Special Permit Applications**

Pursuant to Section 120-192B of the Zoning Code, the Special Permit procedure is intended to provide a means to evaluate any use that is identified as having some special impact or uniqueness which requires a careful review of its location, design, configuration and special impact to determine the desirability of permitting its establishment on a particular site.

A. Special Permit Standards. A Special Permit use may or may not be appropriate in a particular location depending on a weighing in each case, of the public need and benefit against the local impact and effect with regard to the following five standards:

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- 1. Whether it will be in harmony with the general purpose, goals, objectives, standards and implementation strategies of the Comprehensive Plan, this chapter and, where applicable, the Subdivision Code.
- 2. Whether it will have a substantial or undue adverse effect upon adjacent property, the character of the neighborhood, traffic conditions, parking, utility facilities and other matters affecting the public health, safety and general welfare.
- Whether it will be constructed, arranged and operated so as not to dominate the immediate vicinity or to interfere with the development and use of neighboring properties in accordance with the applicable district regulations.
- 4. Whether it will be served adequately by essential public facilities and services, such as highways, streets, parking spaces, police and fire protection, drainage structures, refuse disposal, water and sewers, and schools, or that the persons or agencies responsible for the establishment of the proposed use will provide adequately for such services.
- 5. Whether it will result in the destruction, loss or damage of any natural, scenic, cultural or historic feature of significant importance.

In determining whether the evidence establishes that the five standards have been met, the City Planning Commission may determine that an overriding public need mitigates certain impacts or effects of the proposed application and support approval.

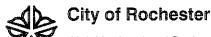
Included as **Attachment C** is the applicant's explanation as to how their proposal conforms to each of the Special Permit Standards.

#### **SEQR/Chapter 48 Compliance**

In accordance with Article 8 of the New York State Conservation Law and Chapter 48 of the Rochester City Code, this project has been classified as an Unlisted Action. A Negative Declaration was issued by the Manager of Zoning on February 28, 2020 and a subsequent amendment was issued on September 3, 2020 indicating that the proposed action is one which will not have a significant adverse impact on the environment.

#### **Attachments**

- A. Amended Preliminary Site Plan Findings (SP-19-18-19), dated September 3, 2020
- B. Preliminary Site Plan Findings (SP-19-18-19), dated February 28, 2020
- C. Special Permit Modification Request
- D. Special Permit Standards
- E. Application Cover Letter
- F. Project Information
- G. Site Plan
- H. Landscaping Plan
- I. Elevations and Floorplans
- J. Photographs of Existing Site Conditions
- K. Zoning Districts Map
- L. Aerial Map
- M. Public Comments (0) received as of 4:00 PM, September 3, 2020
  - a. Written public comments received by 5:00 PM, September 11, 2020 will be provided to the Planning Commission



Neighborhood and Business Development City Hall Room 125B, 30 Church Street Rochester, New York 14614-1290 www.cityofrochester.gov

September 3, 2020

Ray Trotta The Holland Trotta Project 277 Alexander Street Rochester, NY 14607

Re: \*Amendment to Preliminary Site Plan Findings

SP-19-18-19

327-341 and 347 Monroe Avenue C-2 Community Center District

Preliminary Findings for SP-19-18-19 were issued on February 28, 2020 to construct a 2,600 square foot Burger King restaurant, with a two-lane drive-through service window, a 13 space parking lot and associated landscaping.

The original proposal was reviewed by the City Planning Commission (CPC) and the Zoning Board of Appeals (ZBA). The applicant has subsequently revised the proposal in order to address concerns of CPC and various City Departments, and to eliminate the need for Variances. This amended review is based on the site plan drawing dated August 19, 2020.

#### The new project description is as follows:

To construct a 2,600 square foot Burger King restaurant, with a two-lane drive-through service window, a 13 space parking lot and associated landscaping, and to construct a two story 1,400sf retail building at the comer of Monroe Avenue and Alexander Street.

#### Summary of project changes:

- The applicant is proposing to construct a second building onsite at the corner of Monroe Avenue and Alexander Street which will be a two story 1,400sf retail building.
- The height of the Burger King building was previously increased slightly and additional transparency was added to meet code.
- A 6ft tall solid fence is proposed on the southern and eastern lot lines to screen the drivethrough from adjacent residential properties.
- A side walk connection and stripped cross walk is proposed leading from the building to the sidewalk on Alexander Street to prevent pedestrians from having to enter the site through the vehicle drive-through access on Alexander Street.
- Landscaping was added to the drive-through approach.

#### Findings:

#### 1. Code Review / Variances

a. On May 21, 2020 the original proposal was reviewed by the Zoning Board of Appeals. The Variances that were required for front yard setbacks, refuse location, and front yard parking, were denied.

b. The revised proposal is code compliant and has eliminated the need for any Variances.

Both of the proposed buildings and site have been designed to meet Zoning Code requirements.

The proposed retail building improves the site from an urban design perspective by creating a building presence and anchoring the Monroe Avenue and Alexander Street corner. A number of Variances related to front yard parking, dumpster location, and setbacks have been eliminated through the addition of this building.

#### 2. Special Permit Requirements and City Planning Commission Review

- a. On March 9, 2020, City Planning Commission reviewed the previous proposal which was temporarily approved for three (3) years until March 32, 2032 on condition that:
  - 1. A sidewalk from Alexander Street to the front entrance be added; and
  - A fence six (6) feet in height shall be installed along the south property line (immediately behind the brick retaining wall). The fence shall be solid and have two "good/finished" sides.
- b. The applicant has submitted a new application to the CPC for review of the revised proposal and is requesting permanent approval based on not being able to obtain financing for new construction with a temporary approval. Both of the previous CPC conditions have been met through the revised plans.
- c. The previous proposal needed CPC approval for exceeding 110% of the minimum parking requirement. The proposal now meets the parking requirement based on the addition of the new corner building.
- d. The proposal meets the requirements of section 120-135 Drive-throughs. <u>No waivers from</u> the City Planning Commission are required. See below:

120-136 Drive-throughs			
Required	In compliance?		
Except in C-3 and M-1 Districts, all elements associated with drive-throughs, including but not limited to service windows, vehicular queuing lanes, menu boards and intercoms, shall be prohibited in the front yard and shall not be located to prevent direct pedestrian access from the public right-of-way to the principal building.	Yes. The addition of the corner building changes the classification of the area that the drive through is in to a rear yard. The building will partially screen drive through operations, that would previously have been seen from the corner. In addition, the applicant has proposed a sidewalk connection and striped crosswalk leading from the Alexander Street sidewalk to the building preventing pedestrians from having to walk through the vehicle entrance as previously proposed.		
When adjacent to residential uses, drive-throughs, including both the facility and queuing lanes, shall be screened from the adjacent residential properties.	Yes. A 6' tall solid screening fence has been proposed to meet this requirement, and to address the concerns of CPC in their previously conditioned approval.		

A copy of the Amended Preliminary Site Plan Findings will be provided to the (CPC) to be considered in their review of the Special Permit. Final Site Plan Review approval will not be issued until the Notice of Decision has been issued and all conditions imposed have been addressed, as well as any additional requirements as noted in these findings.

Contact Tom Kicior by email at <a href="mailto:thomas.kicior@cityofrochester.gov">thomas.kicior@cityofrochester.gov</a> or by phone at (585) 428-7762 with any questions regarding this Amended Preliminary Site Plan Findings.

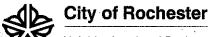
Sincerely,

Jil M. Wiedrick, AICP Manager of Zoning

Cc: Ray Trotta, The Holland Trotta Project

Robert Fitzgerald, Fitzgerald Engineering, PLLC

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Neighborhood and Business Development City Hall Room 125B, 30 Church Street Rochester, New York 14614-1290 www.cityofrochester.gov

February 28, 2020

Ray Trotta
The Holland Trotta Project
277 Alexander Street
Rochester, NY 14607

Re: Preliminary Site Plan Findings (SP-19-18-19)

327-341 & 347 Monroe Avenue C-2 Community Center District

A preliminary review of your application to construct a 2,600 square foot Burger King restaurant, with a two-lane drive-through service window, a 13 space parking lot and associated landscaping, has been completed.

The following findings and recommendations have resulted from this review. It is your responsibility to familiarize yourself with the content of this document and apply for additional approvals that may be required.

#### **Existing Conditions:**

The site is comprised of two parcels totaling approximately 0.53 acres located in the C-2 Community Center District.

- 327-341 Monroe Avenue has 140 feet of street frontage along Monroe Avenue and 155 feet of street frontage along Alexander Street and is approximately 0.41 acres. The parcel is currently occupied by the former Arby's restaurant building which is now vacant, and a 33 space parking lot with access from both Monroe Avenue and Alexander Street.
- 347 Monroe Avenue has 43 feet of frontage along Monroe Avenue and is approximately 0.12 acres. The parcel is currently used as a nine space parking lot for the Windstream building across Monroe Avenue.

#### **Scope of the Project:**

The applicant proposes to combine the lots into one parcel, demolish the existing Arby's building and construct a new 2,600sf building for Burger King. The building will be located on the easternmost portion of the site, built up to the street on Monroe Avenue, and setback

98ft+ from Alexander Street. The new 13 space parking lot will be constructed west of the new building in the Alexander Street front yard. A portion of the site located at the corner of Monroe Avenue and Alexander Street adjacent to the sidewalk will act as public space with benches and a bike rack. Landscaping, including trees, shrubs, and grass, is proposed along Alexander Street, Monroe Avenue and the eastern lot line.

Two-way vehicular access will be provided to the parking lot and drive-through lanes from Alexander Street at the location of the current access. The existing curb cut on Monroe Avenue will be removed. The drive-through lanes will begin in the Alexander Street front yard and continue to the rear (south) of the building and will merge into a single lane leading to the service window on the east side of the building. The drive-through lane will exit onto Monroe Avenue. An additional *right in only* curb cut will be added on Monroe Avenue for vehicles traveling eastbound.

#### **Code Compliance:**

- **1. Site Plan Review.** Site Plan Review approval is required for the redevelopment of any sites devoted to vehicular uses, including drive-through facilities, as set forth in §120-191D(3)(b)[3].
- **2.** Special Permit review by the City Planning Commission. The City Planning Commission will review the Special Permit request for a drive-through. As proposed, the project would need the following waivers from CPC.
- **§120-136A.** Except in C-3 and M-1 Districts, all elements associated with drive-throughs, including but not limited to service windows, vehicular queuing lanes, menu boards and intercoms, shall be prohibited in the front yard and shall not be located to prevent direct pedestrian access from the public right-of-way to the principal building.

A portion of the double queuing lane is in the front yard facing Alexander Street. Additional drive-through elements are also located in the front yard (height restrictor bar, pre-menu board, and intercom).

There is no sidewalk access from Alexander Street. Pedestrians accessing the site from the south will need to enter through the vehicle drive-through entrance, cross both drive-through lanes, and continue through the parking lot to the western entrance. No sidewalks or designated crosswalks are proposed in this area of the site.

**§120-136B.** When adjacent to residential uses, drive-throughs, including both the facility and queuing lanes, shall be screened from the adjacent residential properties.

A residential property is located directly adjacent to the site to the south. There is an existing retaining wall and chain link fence along the south property line separating the properties. The neighboring property sits above the retaining wall at a higher elevation (up to 6ft in

some areas). The retaining wall is deteriorated, and will therefore be repaired in-kind, but it will not completely screen the drive-through from the neighboring residential property.

§120-173D. Maximum number of parking spaces. No use other than single, two-family and attached residential uses, subject to the per unit requirements in § 120-173F, shall provide more than 110% of any of the above-listed requirements, except through the submission of a parking demand analysis in accordance with § 120-173B and approval of a special permit in accordance with §120-192.

10 Spaces are required, up to 11 are permitted; 13 are proposed.

#### 3. Zoning Board of Appeals (ZBA)

This project requires a number of Area Variances to waive various site and building design requirements. A list of variances and the reasons they are required is detailed below. The Zoning Board of Appeals will consider Area Variances from the following sections of the Zoning Code:

§120-44C(2)(a) Maximum front yard setback: zero to five feet.

This setback from Alexander Street ranges from approximately 98 feet to 117 feet.

§120-44D Corner lots. Corner lot front setbacks shall reflect the front setbacks of the other corner buildings at that intersection, but in no case shall be less than the average front yard depth of building(s) in the commercial district in which the property is located.

The Windstream building across Monroe Avenue to the north is built to the corner with a zero-setback on Alexander Street. The proposed building does not reflect this setback along Alexander Street and has a setback ranging from 98ft-117ft. The fire station across the street to the west has a setback on Monroe Avenue ranging from approx. 11ft-15ft. While the proposed building does not reflect this setback, it is within the Maximum Setback requirement above (0ft-5f) and also reflects the setbacks of the buildings directly adjacent to the fire station to the west. Only the Dunkin Donuts building across the street diagonally to the northwest, a converted service station, has a large setback from both Monroe Avenue and Alexander Street, which is inconsistent with the other buildings at the corner, and the surrounding buildings on both Alexander Street and Monroe Avenue.

§120-45A(1) Minimum building height, principal use or structure: two stories or 20 feet.

A majority of the building is 18 feet high, with higher bays of 19ft, 20ft, and 21ft.

§120-159B(2). In all C-1, C-2, H-V, PMV, and C-V Districts, all new construction on building facades that are within 60 feet of a street right-of-way shall provide areas of transparency equal to 70% of the wall area between the height of two feet and eight feet from the ground. (b) For sites with frontage on more than one street, the transparency requirement is applied to all frontage on streets classified as principal arterials, minor arterials and collector streets.

Both Monroe Avenue and Alexander Street are classified as Minor Arterials.

The Monroe Avenue façade has 68% transparency between two feet and eight feet.

Although the façade rendering provided shows that the rear of the Alexander Street façade will have full transparency into a dining area, the floor plans and elevations drawings show this area will actually be a freezer with no transparency. The applicant proposes display windows to mitigate this. Please note that display windows do not count in the transparency calculation.

The Alexander Street façade of the building has a 24% window transparency. Most new nonresidential construction in C-2 would require 70% transparency between two feet and 8 feet due to the requirement for new buildings to be built up to the street (0ft-5ft), but in this case, the building setback (98ft to 117ft) exempts the building from needing to comply with the transparency requirement. Therefore, if ZBA approves the setbacks, this façade will have no transparency requirement and would be code compliant.

**§120-165B.** Refuse collection areas for multifamily, commercial and industrial uses shall be subject to the following:

(1) All refuse collection areas shall be in the side and rear of the buildings.

The dumpster enclosure is located in the front yard, facing Alexander Street.

#### §120-169D. Screening.

(1) Screening shall be required for any nonresidential use where it abuts an area zoned or used residentially on the ground floor.

Screening is not proposed on the eastern lot line which is adjacent to the R-2 District.

§120-173F(1)(d) Except in the C-3 and M-1 Districts, parking shall not be permitted between a building and the sidewalk on the street. Where existing or proposed buildings are set back from the public right-of-way, the front yard shall not be converted to parking.

The parking lot is located in the front yard, between the building and sidewalk on Alexander Street.

#### SEQR/Chapter 48 Compliance:

In accordance with Article 8 of the New York State Conservation Law and Chapter 48 of the Rochester City Code, this project has been classified as an Unlisted Action. A Negative Declaration was issued on January 28, 2020 indicating that the proposed action is one which will not have a significant impact on the environment.

#### Findings:

- 1. Neighborhood Context. The surrounding neighborhood predominately consists of commercial structures on Monroe Avenue as well as Alexander Street along with a number of residential structures on Alexander Street south of the site. Monroe High School is in close proximity, with the west property line of the site bordering the school's playing field. The school's entrance on Alexander Street is approximately 400ft south of the drive-through entrance.
- 2. **Mechanicals.** The applicant stated that a transformer could be required by RG&E in the future, but a location has not been identified. If a transformer is required, the Zoning Code requires that it be located in the rear yard (to the south of the building) and screened from view. The applicant will need to identify the location of the transformer, if applicable, and screening method, prior to any building permits being issued.

All roof mounted mechanicals will be located at least 10ft from any exterior wall and will be screened from view by the building parapet itself. Utility tie-ins (Gas, Meters. etc.) will be located at the south side of the buildings and screened by arborvitaes.

- 3. **Drainage.** Four catch basins will be located in the drive-through lanes and the parking lot and connected to the existing sewer line on Monroe Avenue.
- **4. Refuse Collection.** A dumpster enclosure is proposed in parking lot facing Alexander Street. The location in the front yard will require a variance. The proposed enclosure will consist of 6ft tall board-on-board fencing.
- **5. Design.** The building is a standard design for the Burger King; however the façade design lacks transparency especially on the Alexander Street facade. Initial plans placed the new building at the corner of Monroe Avenue and Alexander Street, similar to the existing Arby's building, which was appropriate from an urban design standpoint,

but this layout posed issues from a traffic standpoint. The final drawings include large setbacks over 98ft on Alexander Street with parking located in the front yard between the building and the street.

- 6. Department and agency concerns. A number of concerns have been raised by various City Departments and groups with regards to the proposal, including the use, site design, building design, consistency with the purpose and goals of the C-2 District, traffic, and public safety. These groups included the Site Plan Review Committee, Project Review Committee, Planning Office, Department of Environmental Services, and Rochester Fire Department. Their concerns are summarized in the findings below.
- 7. Project Review Committee (PRC). PRC reviewed the proposal at their May 8<sup>th</sup>, 2019 meeting and recommended Site Plan Denial. Although PRC reviewed the earlier iteration of the proposal, with the building located at the corner of Monroe Avenue and Alexander Street which has since been changed, many of their original concerns remain relevant, including the following:
  - While drive-throughs are specially permitted in C-2 district, the number of Variances, and Special Permit waivers that will be required for this project suggest that the proposal does not fit this specific site.
  - Monroe Avenue is a walkable commercial district located a short distance from Downtown. The proposal prioritizes automobile convenience at the expense of pedestrians and bicyclists and is generally inconsistent with the C-2 Purpose Statement: "The C-2 District is preserved through appropriate design elements, amenities or treatments that create, enhance and reinforce the design relationships between the buildings, sites and streets and still establish an ambience that is uniquely urban and pedestrian oriented."
- 8. Planning Office The Manager of Planning submitted comments, dated September 13, 2019, which concurred with the concerns of the PRC and stated that "not only is the proposal inconsistent with the City's adopted goals as expressed in the Purpose Statement and regulations of the C-2 District, it is inconsistent with the design and values expressed for the Neighborhood Mixed-Use Character Area in the draft Rochester 2034 Comprehensive Plan. The suburban-style design prioritizes vehicular access and lacks urban form. It does not include any enlivening contributions to the pedestrian realm, aside from the building built to the sidewalk." These comments were based on the earlier version of the plan, which placed the building up to the street anchoring the corner of Monroe Avenue and Alexander Street. The Planning Office reviewed the revised drawings and did not amend their comments.
- 9. Rochester Fire Department (RFD) Review. RFD reviewed the final proposal and had concerns relating to the Monroe Avenue fire station which is located directly across the street at the southwest corner of Monroe Avenue and Alexander Street. RFD is concerned that vehicles waiting to turn left into the proposed Alexander Street drive-

through entrance could impede or block emergency vehicles leaving the fire station and responding to calls that require south-western travel on Alexander Street.

10. Department of Environmental Services (DES) and Monroe County DOT (MCDOT) Review. DES in conjunction with MCDOT reviewed the original proposal and a traffic impact assessment dated March 29, 2019, and determined that the site layout and two access points limited to Monroe Avenue were not acceptable and could result in the queuing of vehicles waiting to access the site from Monroe Avenue, traffic congestion, and accidents at this busy intersection.

Based on these concerns, the applicant revised the site design (as described above) by rotating the building, shifting it from Alexander Street and providing a two way entry/exist from Alexander Street, and added a drive-through exit onto Monroe Avenue, and a right turn only entry from Monroe Avenue for vehicles traveling east. DES and MCDOT reviewed this final proposal and found it to be acceptable.

- 11. Water Bureau Review. Final site plans will require City Water Bureau approval.
- **12. Monroe County Pure Water (MCPW) Review.** Final site plans will require MCPW stamped approval.
- **13. Signage.** The elevation drawings show signage; however the applicant will finalize their sign proposal and apply under a separate permit.

A copy of the Preliminary Site Plan Findings will be provided to the City Planning Commission (CPC) and the Zoning Board of Appeals (ZBA) to be considered in their review of the Special Permit, and Area Variance requests. Final Site Plan Review approval will not be issued until their Notices of Decision have been issued and all conditions imposed by the CPC and ZBA have been addressed, as well as any additional requirements as noted in these findings.

Please contact Tim Raymond, Senior Architect at (585) 428-7770 or <a href="mailto:Tim.Raymond@cityofrochester.gov">Tim.Raymond@cityofrochester.gov</a> if you have any questions regarding these preliminary findings.

Sincerely,

☑ill M. Wiedrick, AICP Manager of Zoning

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xc: Ray Trotta, The Holland Trotta Project
Robert Fitzgerald, Fitzgerald Engineering, PLLC

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August 10, 2020

City of Rochester Planning Commission City of Rochester 30 Church Street, Room 125B Rochester, New York 14614

> Re: Redevelopment of 327-347 Monroe Avenue

Application Requesting Modification of Special Use Permit for a drive

through for proposed Burger King

Dear Board Members:

This office has been retained to assist in securing the municipal approvals for the proposed redevelopment of the above-referenced property. As you may recall, on March 9, 2020, the CPC granted special permit approval for the proposed Burger King to have a drive through as a temporary approval for three (3) years and with certain conditions. This letter is forward to submit the project with proposed modifications and to request approval of modifications to the special permit approval to eliminate the three (3) year time limit making the approval temporary, and to eliminate the conditions on the approval, as they have been satisfied and included in the new site plan submitted.

#### SITE

As you may recall, the site at issue consists of two parcels on the southeast corner of Monroe Avenue and Alexander Street, in the C-2 zoning district. The property currently consists of a former vacant Arby's building and a small parking lot. The property is adjacent to a residential neighbor on Alexander Street and the athletic fields of the neighboring school on Monroe Avenue. There is an existing retaining wall and fence along the property line with the residential to the south neighbor. Other uses at the intersection include the fire department, Dunkin Donuts with a drive through, and the Windstream building, with McDonalds also having a drive through in the neighborhood.

#### **BACKGROUND**

The project, as approved by the CPC in March, included the construction of a Burger King building with a drive through and related site improvements. Design challenges arising in large part because of the inability to place the Burger King up on the corner nearest the intersection resulted in the need for multiple area variances for the site plan. There was some opposition to the variances and the variances were denied by the Zoning Board of Appeals on May 21, 2020.

#### PROPOSED CHANGES TO PROJECT

The property owner has made significant changes and improvements to the project to address the challenges with the earlier site plan. The modified project now incorporates a second building, a two-story 1,400 +/- sq. ft. building to be located on the corner, in addition to the Burger King. The Burger King building and drive through will remain in the same location as the earlier plan presented to the CPC. Adding an attractive two-story commercial building up on the corner of Monroe Avenue and Alexander Street will address concerns raised with the earlier plan, and incorporate urban design considerations that significantly improve the project and benefit the neighborhood. The addition of the second commercial building also represents a substantial financial investment in the property.

The project is more consistent with urban design goals and fully Code compliant such that NO VARIANCES are required for the proposed site plan. The two story building on the corner will accomplish the objectives of developing a prominent presence on the corner which will contribute to the appearance of the intersection, contribute to the streetscape and pedestrian experience, and screen the drive through activity. The corner building is pedestrian oriented. The Burger King and drive through lay out remains unchanged. The drive through will not impact traffic related to the 1,400 +/- sq. ft. building, and the site has sufficient parking for both buildings with no additional parking proposed. The drive through design meets the stacking requirements in the City Code and exceeds national standards, and the double drive through design helps to both keep stacking out of the public way and shield vehicles behind the corner building. The project also involves resolving issues with the location of public utilities. As traffic signal improvements at the intersection were erroneously installed on the property, that area of land is proposed to be donated to the City.

#### REQUEST TO MODIFY APPROVAL

The City of Rochester Planning Commission granted special use permit approval to allow construction of a two-lane drive –through service window for the proposed Burger King restaurant as a temporary approval: "...TEMPORARILY APPROVED FOR THREE (3) YEARS UNTIL MARCH 31, 2023 ON CONDITION THAT:

- 1) a sidewalk from Alexander Street to the front entrance of the restaurant be added; and
- 2) a fence six (6) feet in height shall be installed along the south property line (immediately behind the brink retaining wall). The fence shall be solid and have two "good/finished" sides."

The two conditions of approval have been incorporated in the new site plan, which provides the required pedestrian access from Alexander Street and the required two-sided fence on the property line, such that the conditions are no longer required.

We are also are requesting that the Board remove the time limit on the special permit approval and make the approval permanent. The project cannot proceed with a temporary approval. It is not possible to make the required investment of the over \$1.5 million to redevelop the property or to secure the necessary bank financing with only a temporary approval. A

permanent approval is required to allow the drive through use, which is an essential part of the Burger King business model and construction, and involves a substantial investment.

#### APPLICABLE LAW

From a legal standpoint, there is no legal basis to support an imposition of a time limit on the special use permit in this case. Special use permit uses carry a favorable legal presumption of being permitted and in harmony with the zoning and neighborhood. The CPC has already determined that the criteria for the granting of the special use permit approval were met prior to granting the approval in March, thus justifying the approval. The project continues to meet these criteria, as further addressed below.

In imposing the three (3) year time limit on the March approval, the CPC findings state that "Three (3) written comments from the public were received expressing concern about the effects of the emphasis of an automotive use could have on pedestrian safety and the pedestrian experience. For this reason, the Planning Commission granted a three (3) year temporary approval until March 31, 2023 so any issues regarding the operational aspects of the proposed use can be reviewed in a public hearing format." However, there is no evidence of a pedestrian safety problem. The three (3) year time limit is arbitrary, and appears to have been a nod to the three (3) opponents who submitted letters stating their general objections to the project and to the automotive use. However, the law does not permit a board to base its decision on generalized opinion and conjecture, where not supported by the facts in the record.

The CPC must remember that the very inclusion of drive through uses as a special permit use in the C-2 District is a legislative determination that the nature of the use itself is in harmony with and welcomed in the C-2 Zoning. Furthermore, any potential impact on traffic and safety (including pedestrian safety) have been reviewed by staff and experts for the City of Rochester during the site plan and SEQRA review processes, including the City of Rochester Department of Environmental Services (DES) and Monroe County Department of Transportation (MCDOT-which is the City's traffic expert). After a process that involved comments and changes to the project, both DES and MCDOT reviewed the proposal and found it to be acceptable, as discussed in the Preliminary Site Plan Findings. A negative declaration was also issued by the Manager of Zoning, being a determination that the project will not have any significant adverse environmental impact.

The new proposed site plan resolves and addresses the objections and design issues raised during the approval process. The addition of the two-story building on the corner improves the overall design of the project by bringing the development to the corner and establishing relationships among the buildings at the intersection and in the neighborhood, and relationships with both Monroe Avenue and Alexander Street. No variances will be required for the new proposed site plan.

The corner building will give prominence to a corner at an important intersection in the City of Rochester. The development is pedestrian friendly. Pedestrian access to the Burger King from Alexander Street has been added, as required as a condition of the CPC's March approval. As discussed above, the drive through will be screened from view by the addition of a building on the corner, as well as by the Burger King building. The double-drive through will help contain vehicle stacking internal to the site and keep cars out of the streets and out of focus. The additional

building will not change the traffic circulation or parking. There is, again, no evidence of any pedestrian safety problem, such that a temporary approval is not called for.

#### SPECIAL USE PERMIT CRITERIA

As already demonstrated by the CPC approval of March 9, 2020, the proposed special permit use satisfies the considerations for the granting of a special use permit as set forth in the Zoning Code in Section 120-192B. This remains unchanged. With the modifications to the site plan, the proposal continues to satisfy the special permit standards, as further addressed:

[a] The proposed application will be in harmony with the general purpose, goals, objectives, standards and implementation strategies of the Comprehensive Plan, this chapter and, where applicable, the Subdivision Code.

With the modifications proposed adding a second building upon the corner of the site at the intersection, the project is in even greater harmony with the Comprehensive Plan, the Zoning Code and the Subdivision Code than the original proposal. The new site plan is Code compliant, eliminating the need for any variances. The project incorporates urban design considerations consistent with the purpose of the Zoning Code and C-2 District, as well as the design and values expressed in the Rochester 2034 Comprehensive Plan. As discussed above, the addition of the two-story corner building creates relationship of the buildings to each other, a prominent presence to enhance an important intersection, and connects well to the public realm. Combination of the lots complies with the Subdivision Code.

[b] The proposed application will not have a substantial or undue adverse effect upon adjacent property, the character of the neighborhood, traffic conditions, parking, utility facilities and other matters affecting the public health, safety and general welfare.

The proposed application will not have any such adverse impacts. The project will improve the current condition of the property. The project is consistent with and supports the character of the neighborhood and C-2 District. The neighborhood includes other drive through uses (including Dunkin Donuts and McDonald's). The Burger King and drive through design has not changed. The drive through is screened by both the Burger King building and the commercial building proposed on the corner, with the corner building becoming a focal point. The double-drive through helps to contain vehicles and stacking within the property, further minimizing visibility from off the site. A solid six (6) foot fence (finished on both sides) will be added to the existing retaining wall to provide screening for the residential neighbor to the south. The site is pedestrian friendly. As stated above, pedestrian access to the Burger King from Alexander Street has been included in the new site plan. The site plan includes landscaping. The dumpster has been moved to an appropriate location internal to the site.

Multiple agencies including the DES, MCDOT and Fire Department have reviewed the project as part of the site plan and SEQRA processes. The record confirms that the project will have no significant traffic impact. DES and MCDOT reviewed the traffic and safety and determined that the driveway locations were acceptable. The parking is sufficient and not excessive- as reflected in a waiver already granted as part of your March approval. In addition, there will be utility improvements, and an area of the site which includes part of the traffic signal improvements will be donated to the City of Rochester.

The public health, safety and welfare are served by drive through uses, especially in the post COVID times when many businesses, including restaurants have been closed at times and there have been limited options for food or to avoid face-to-face interaction. The drive through use will serve the needs of those who live, work or travel the area, including parents with small children, the disabled, and business commuters who need the service.

[c] The proposed application will be constructed, arranged and operated so as not to dominate the immediate vicinity or to interfere with the development and use of neighboring properties in accordance with the applicable district regulations.

The drive through will not dominate the vicinity or interfere with development of neighboring property. The 2-story building on the corner will become a focal point for the site and intersection. The drive through is in the optimal and least visible location on the site, and will be screened by the corner building and the Burger King building. The double-drive through has sufficient stacking, with cars stacking internal to the site and away from the streets. The Burger King, given its size, design and discreetly placed drive through, will blend into the neighborhood, where uses such as the school, fire department, Windstream building or more visible Dunking Donuts will continue to dominate the area.

[d] The proposed application will be served adequately by essential public facilities and services, such as highways, streets, parking spaces, police and fire protection, drainage structures, refuse disposal, water and sewers, and schools, or that the persons or agencies responsible for the establishment of the proposed use will provide adequately for such services.

The site is adequately served. Utility work is proposed and accommodated. It should be noted that a portion of the corner will be donated to correct an error where part of the traffic signal improvements were constructed on part of the privately owned property. The project has been reviewed by numerous agencies as part of the site plan and SEQRA review processes, including the Fire Department, DES and MCDOT, such that traffic safety, pedestrian access, vehicular access and parking are all appropriately addressed in the modified plan.

[e] The proposed application will not result in the destruction, loss or damage of any natural, scenic, cultural or historic feature of significant importance.

There are no such features on the site. The development project will enhance and define a prominent corner on an important intersection in the neighborhood, replacing a vacant Arby's building and parking lot with an appropriate development.

#### CONCLUSION

The project, as modified to include construction of a second building up on the corner of the site in addition to the Burger King with a drive through, continues to satisfy the criteria for the granting of the special use permit for the drive through, as granted on March 9, 2020 and shown above. The conditions of the March approval have been satisfied by incorporating the required changes in the modified site plan. There is no basis or justification whatsoever for making the special permit for the drive through use temporary or time limited. We respectfully request that the CPC grant approval of requested modifications to the special use permit for the modified site

plan, eliminate the conditions which have been met, and eliminate the temporary three (3) year time limit on the special use permit. The project cannot proceed without a permanent approval.

We look forward to presenting this application to you at your September 14, 2020 meeting. In the interim, if you have any questions or require additional information, please do not hesitate to let me know. Thank you for your consideration.

Very truly yours,

WOODS OWATT GILMAN LLP

Betsy D. Brugg

/BDB

A. The proposed building or use will be in harmony with the general purpose, goals, objectives, standards and implementation strategies of the Comprehensive Plan, this chapter and, where applicable, the Subdivision Code.

The proposed buildings will be a Burger King which is a quick service sit down/take out restaurant and a Retail Building. As per the zoning code for the C-2 zoning district, restaurants and retail buildings are a permitted use. Also the existing parcel has been used as a Arby's restaurant facility for over 20 years that has closed within the last few months. This being said, the intended use of the proposed buildings will be in harmony with the Comprehensive Plan.

B. The proposed building or use will not have a substantial or undue adverse effect upon adjacent property, the character of the neighborhood, traffic conditions, parking, utility facilities and other matters affecting the public health, safety and general welfare.

The property is currently being occupied by a quick service sit down/take out restaurant. Similar to this, the proposed use/building will be a quick service sit down/take out restaurant and a retail building. Therefore, there is no substantial change/effect to the site and/or adjacent properties.

There are also other quick service restaurants (with drive-thru's) already in place that are very close in proximity (a block (McDonalds) or across the street (Dunkin Donuts) on either side) to the subject parcel. In addition to this, there are many other retail buildings in close proximity to the site. Therefore, the proposed building/use will not alter the general character of the neighborhood and surrounding areas.

The proposed plan shows an updated parking layout and curb cuts/driveways allowing cars to access the site. These improvements will improve traffic conditions and parking for the patrons visiting the site.

The proposed plan also shows updated utilities which will in-turn improve the public health, safety and general welfare of the site.

C. The proposed building or use will be constructed, arranged and operated so as not to dominate the immediate vicinity or to interfere with the development and use of neighboring properties in accordance with the applicable district regulations.

The proposed buildings and site have been revised several times with each iteration trying to optimize the best layout/design to accommodate the building while allowing circulation around the building. The proposed layout both benefits the site and tenant while not interfering with development and uses within the surrounding neighborhood.

D. The proposed building or use will be served adequately by essential public facilities and services, such as highways, streets, parking spaces, police and fire protection, drainage structures, refuse disposal, water and sewers, and schools, or

#### that the persons or agencies responsible for the establishment of the proposed building or use will provide adequately for such services.

The proposed buildings and associated site layout improve the existing site by altering the existing parking layout and curb cuts by limiting the amount of driveways on site while still allowing optimal circulation and access to all patrons and any emergency vehicles that need to access the site. Updated utilities and drainage design will also help improve the site and its needs.

## E. The proposed building or use will not result in the destruction, loss or damage of any natural, scenic, cultural or historic feature of significant importance.

The proposed buildings and associated site layout will improve the overall aesthetic appeal of the subject parcel by adding additional green space and landscaping. This will in-turn improve the overall natural and scenic quality of the site and surrounding neighborhood.



August 5, 2020

Bureau of Planning and Zoning City Hall - Room 125B 30 Church Street Rochester, NY 14614

Burger King & Retail Building 327-347 Monroe Avenue

Dear City Officials:

On behalf of our client, The Holland Trotta Project, we are pleased to submit the attached modified application of the previously approved site plan which now incorporates a 1,400 square foot building at the corner of Monroe Avenue and Alexander Street. All of the other previously approved site design for the 2,600 square foot Burger King with drive-thru remains the same. This applications also requests the removal of the 3 year temporary approval status seeing how all conditions have been met with this amended application. With this removal, financing can be secured and construction of the two proposed buildings can be completed. We would also like to note that the two existing lots will be combined into one. This will be done through administrative review. The following further describes the existing and proposed site and the improvements that will be incorporated into it.

The subject parcel that the new Burger King and Retail Building will occupy is located at 327 Monroe Avenue (S.B.L. # 121.49-2-25) on the corner Monroe Avenue and Alexander Street. This parcel is 0.395 acres and is currently occupied by an Arby's quick service restaurant. The adjoining parcel located at 347 Monroe Avenue (S.B.L. #121.49-2-26) will also be used for the new Burger King and its associated drive-thru. This parcel is 0.123 acres and is currently used as parking lot. Both parcels are zoned C-2 (Community Center Zoning District).

The new Burger King and Retail Building will utilize the existing curb cut(s) off of Monroe Avenue and Alexander Street. The Burger King will have a drive-thru and all together, the two new buildings will have a total of 13 new parking spaces. The developer will install new private utilities that will then connect to the existing utilities on and around the site. These utilities include a new water service, a new sanitary lateral and a new storm water system. Additional site improvements include grading around the site, which will then help stormwater runoff. Site beautification will also be improved through the installment of new landscaping. Please refer to the attached site plans, floor plans, building elevations and site photos for your reference regarding these improvements.

Please review these materials for completeness and notify us of any other items necessary to complete the application. We look forward to working with the City of Rochester to develop this project in 2020.

You may contact me at 585-281-9897 with any questions.

Regards,

Fitzgerald Engineering, PLLC

Robert Fitzgerald, P.E.

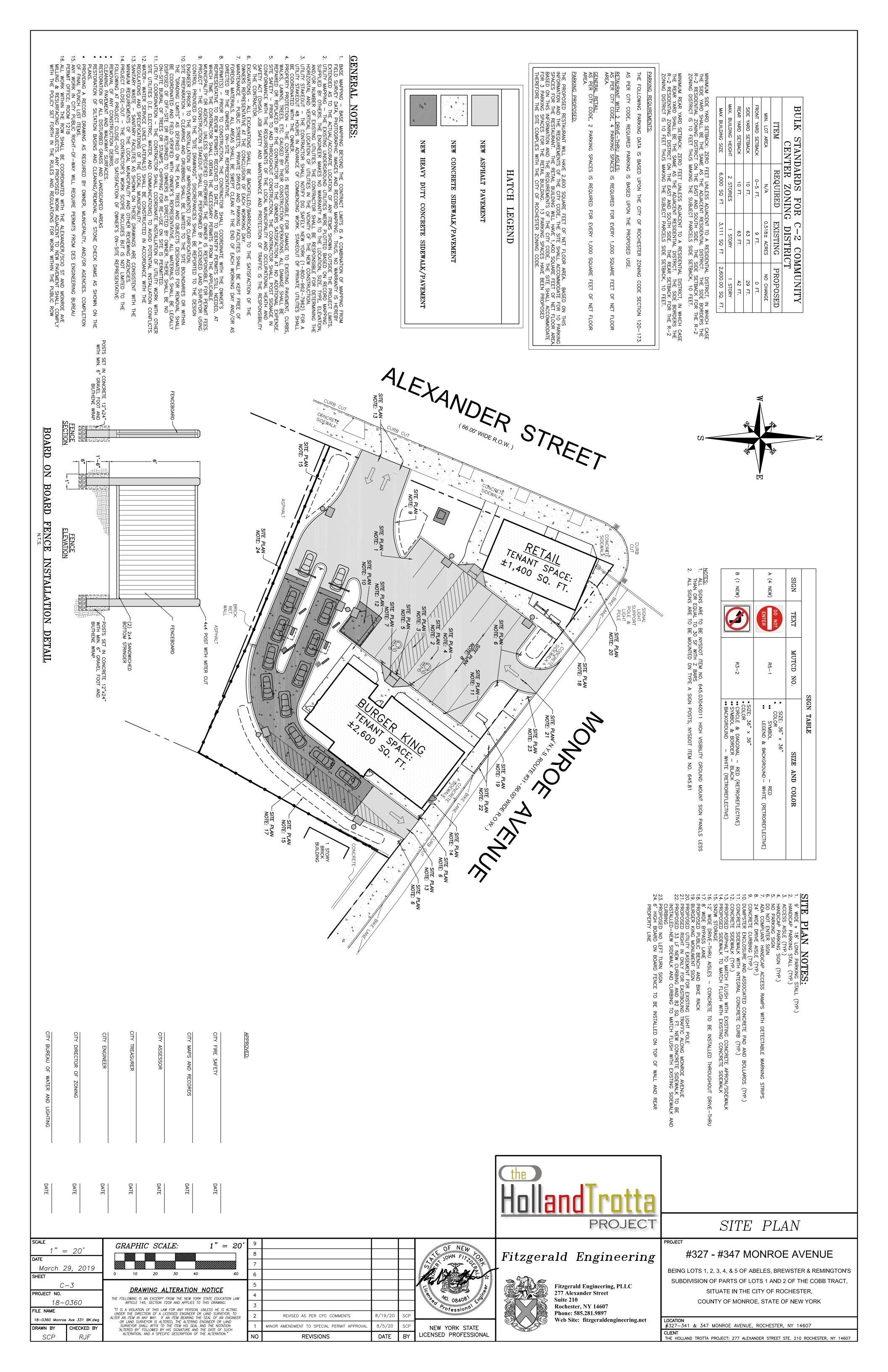
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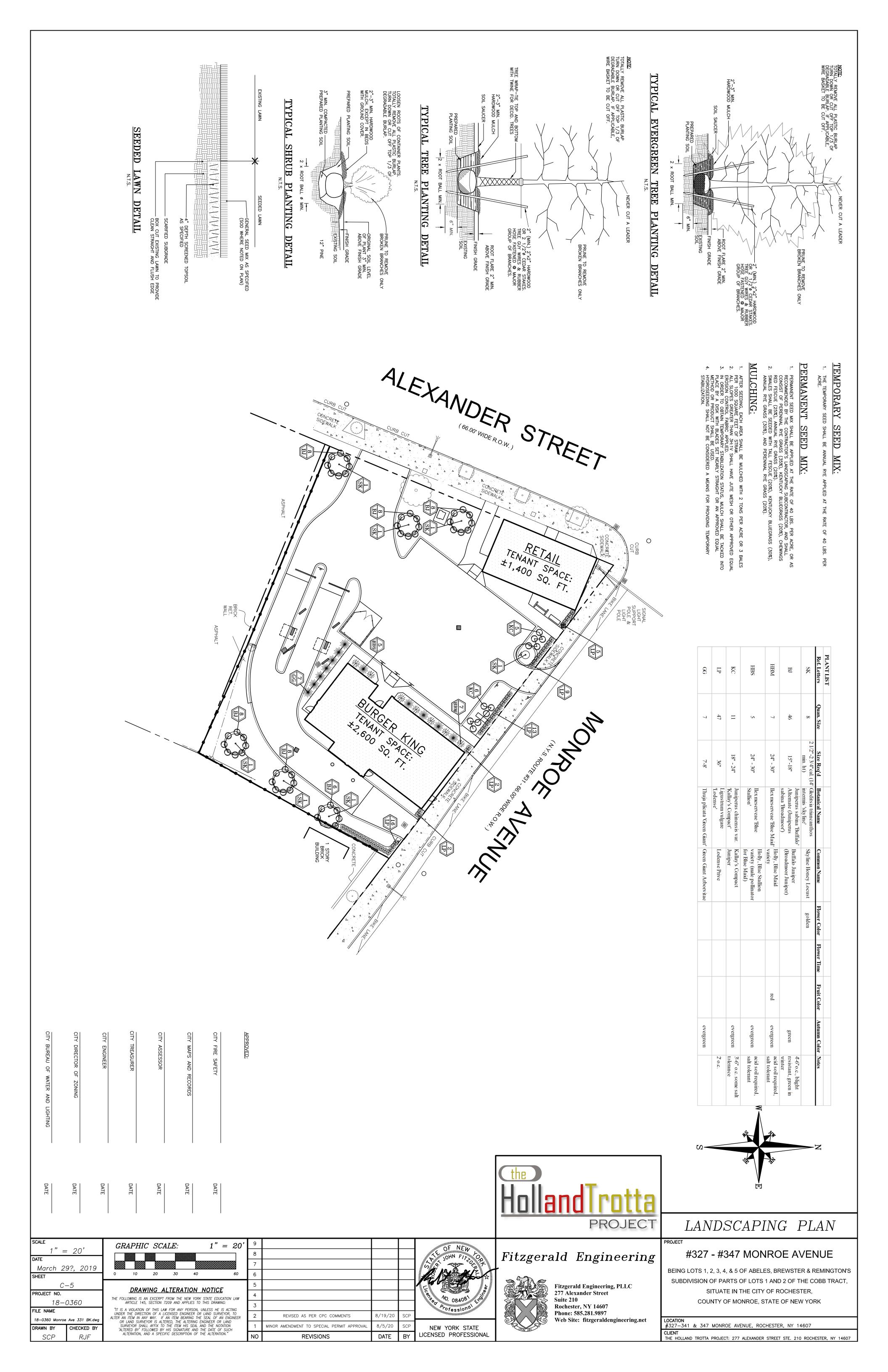
#### **PROJECT INFORMATION**

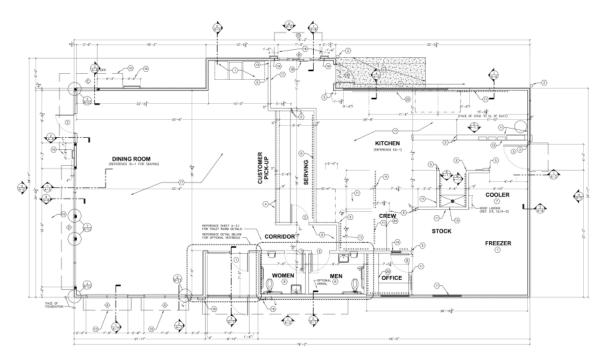
#### PLEASE TYPE OR PRINT

1.	PROJECT ADDRESS(ES): 327 & 347 Monroe Ave				
	APPLICANT: Ray Trotta	The Holland Trotta Project			
	ADDRESS: 277 Alexander Street Suite 210	COMPANY NAME: The Holland Hotta Project  CITY: Rochester ZIP CODE: 14607			
	PHONE: 585-703-6562	<sub>FAX</sub> : n/a			
E-MAIL ADDRESS ray@htprojectsolutions.com					
	INTEREST IN PROPERTY: Owner	Lessee Other X			
3.	PLAN PREPARER: Robert Fitzgerald, P.E. of Fitzgerald Engineering				
	ADDRESS: 277 Alexander Street Suite 210	CITY: Rochester ZIP CODE: 14607			
	PHONE: 585-281-9897	FAX:			
4.	ATTORNEY: n/a				
	ADDRESS:	CITY: ZIP CODE:			
	PHONE:	FAX:			
	E-MAIL ADDRESS				
5.	ZONING DISTRICT: C-2				
6. DETAILED PROJECT DESCRIPTION (additional information can be attached):  Attached is the modified application of the previously approved site plan which now incorporates a 1,400 square foot building at the corner of					
		site design for the 2,600 square foot Burger King with drive-thru remains			
the same. This applications also requests the removal of the 3 year temporary approval status. With this removal, financing					
secured and construction of the two proposed buildings can be completed. For additional information please refer to attached Letter of I					
7.	LENGTH OF TIME TO COMPLETE PROJECT	(Attach schedule if phased:) 18 Months			
the an	e project described, if approved, will be completed in proval.	on this application is complete and accurate, and that accordance with the conditions and terms of that			
SI	GNATURE: RATIONAL	DATE: August 5, 2020			
O		arized myself with the contents of this application and			

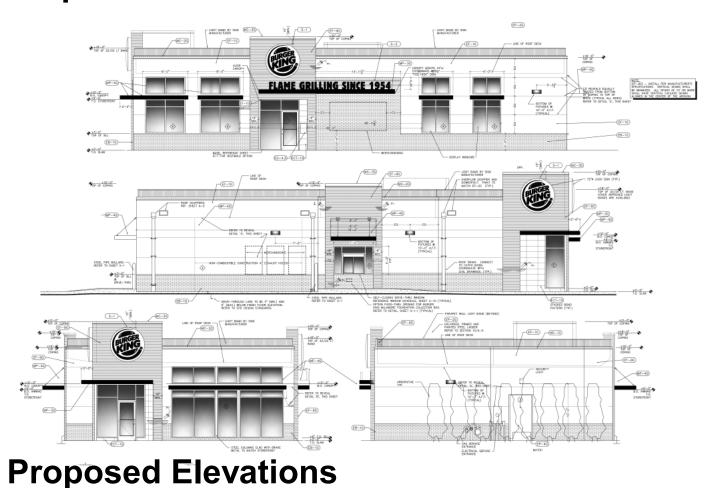
11/2019







## **Proposed Floor Plan**







# **Artistic Color Renderings for Reference** (Facing Monroe/Alexander & Drive-Thru Side)



DESIGNED FOR

James Cammilleri Burger King Monroe & Alexander Rochester, NY

Exterior Aesthetics

	DATE	BY	
DWN			Ì
REV			

SCALE SEE VIEW
Applicable on Arch B Paper

12/16/19
DATE

SHEET#



Metal Coping

Fiber-Cement Siding

Brake-Metal Detail/
Surround on Fenestration

Stone-Veneer Water-Table

1,400 Square Foot Footprint Corner Building Exterior Materials

Not to Scale



DESIGNED FOR

327-347 Monroe Ave (Monroe&Alexander)

1,400 SF Building Design

	DATE	BY	(
DWN			
REV			
		-	

SCALE SEE VIEW
Applicable on Arch B Paper

07/29/20

DATE

SHEET#



Existing Conditions at Corner (former Arby's)



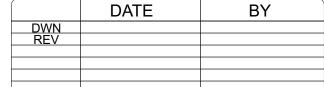
New Building's in Context at Corner

**DESIGNED FOR** 









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Applicable on Arch B Paper

07/31/20

DATE

2 SHEET #



Proposed View From Alexander Entrance



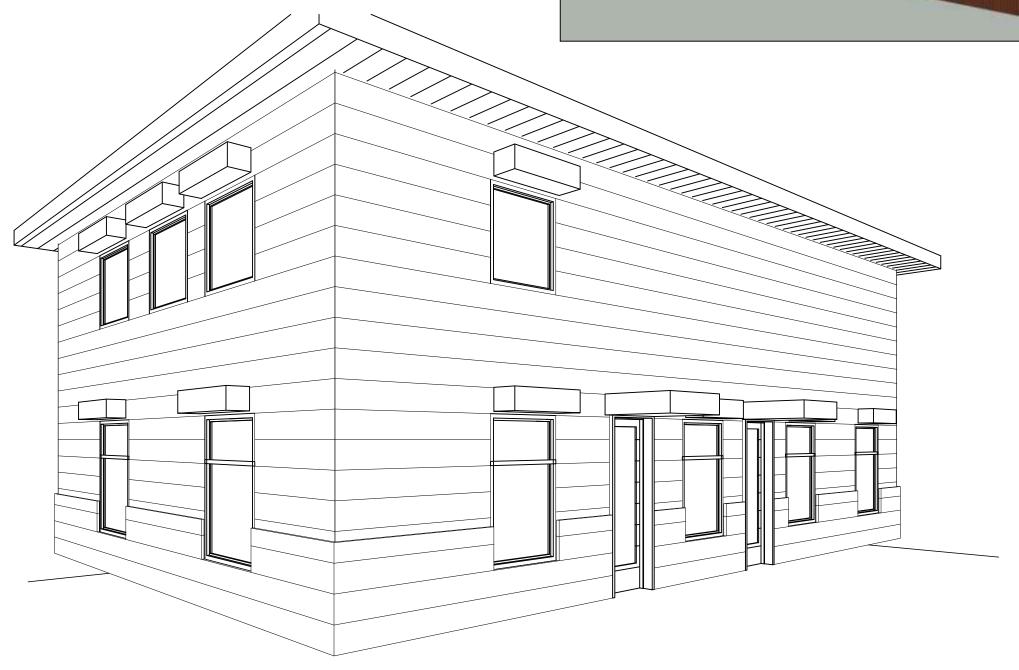
Proposed View From Monroe Avenue

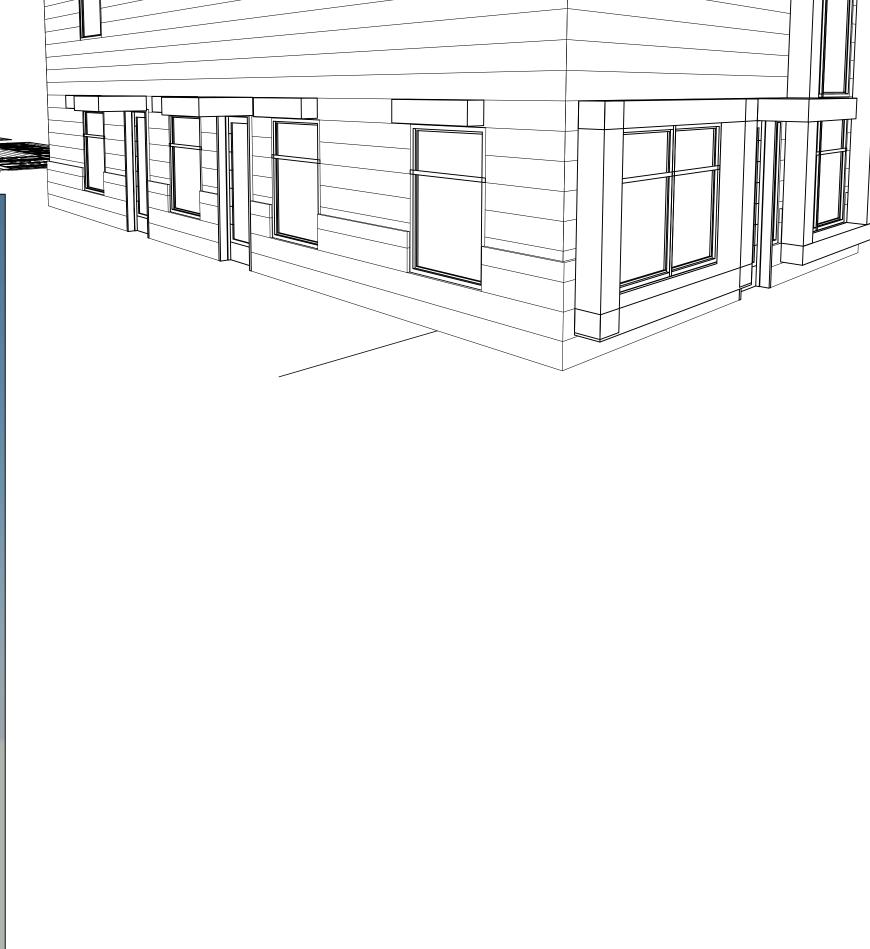


Proposed View From Corner









## Sky High Architecture

86 Castle Street Geneva, New York 14456

(315) 759-5772



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  ANDREW H. HINTENACH III, AIA

REVISION SCHEDULE NAME DATE

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BUILDING MONROE ALEXANDER

CLIENT: HOLLAND TROTTA

DRAWING: PERSPECTIVES

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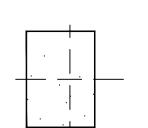
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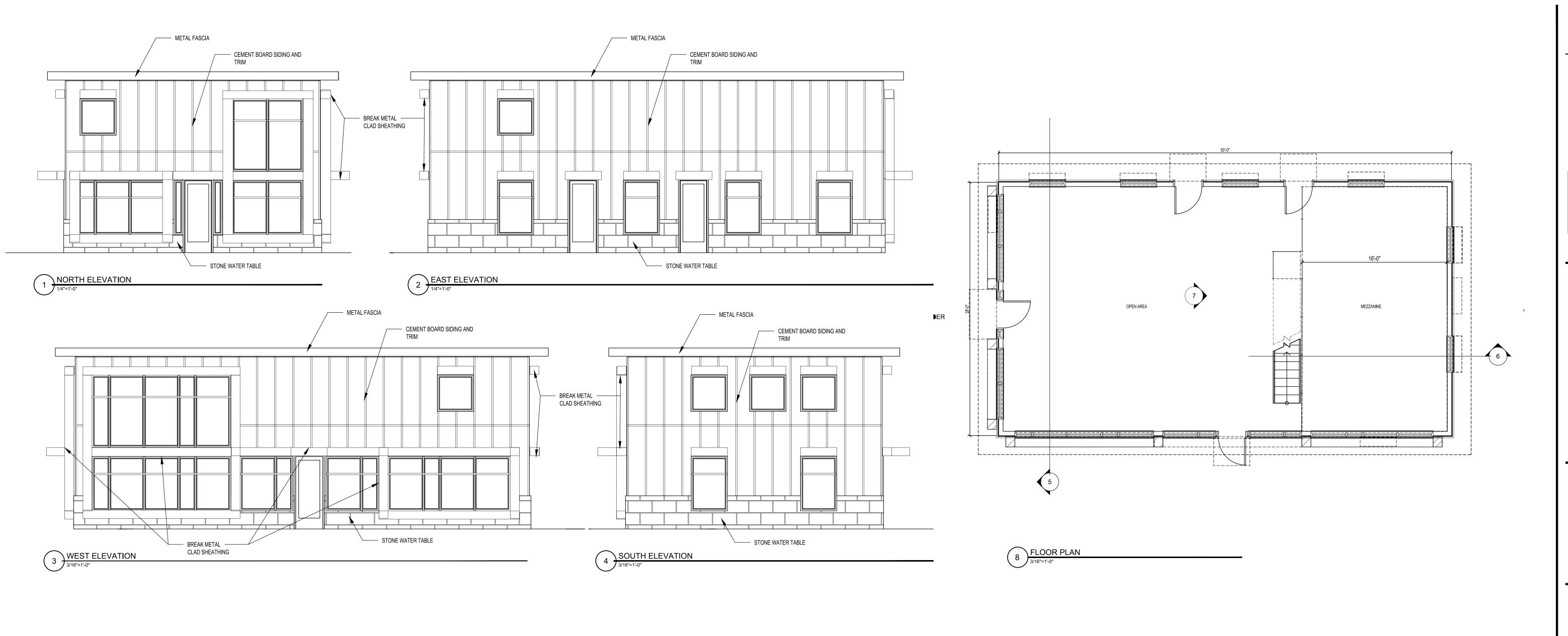
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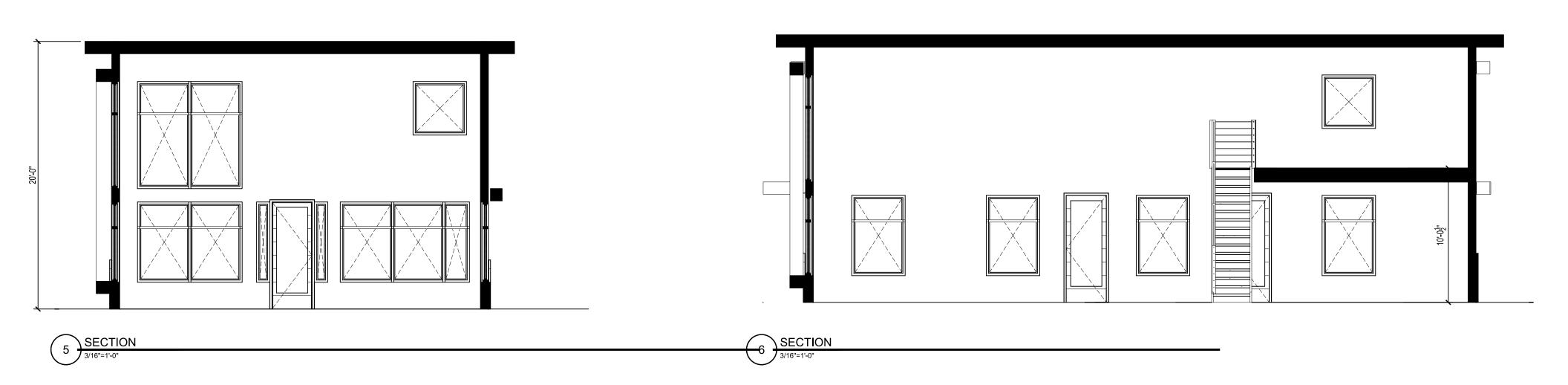
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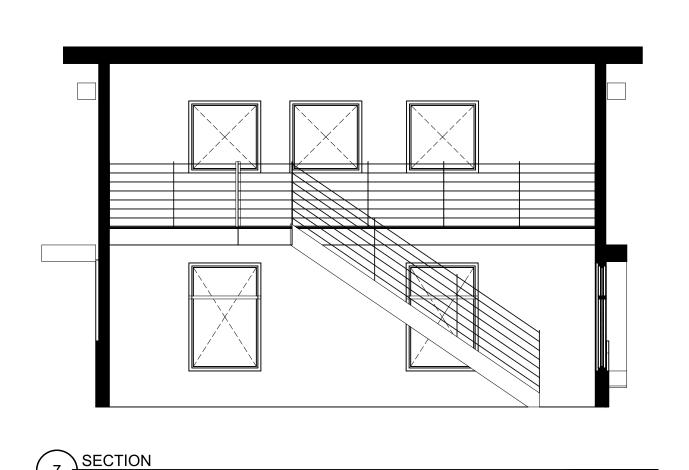
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Sky High Architecture

86 Castle Street Geneva, New York 14456

(315) 759-5772



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ANDREW H. HINTENACH III, AIA

REVISION SCHEDULE NAME DATE

PROJECT:

BUILDING MONROE ALEXANDER

CLIENT: HOLLAND TROTTA

DRAWING: **ELEVATIONS SECTIONS** 

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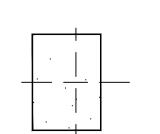
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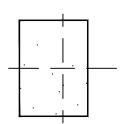
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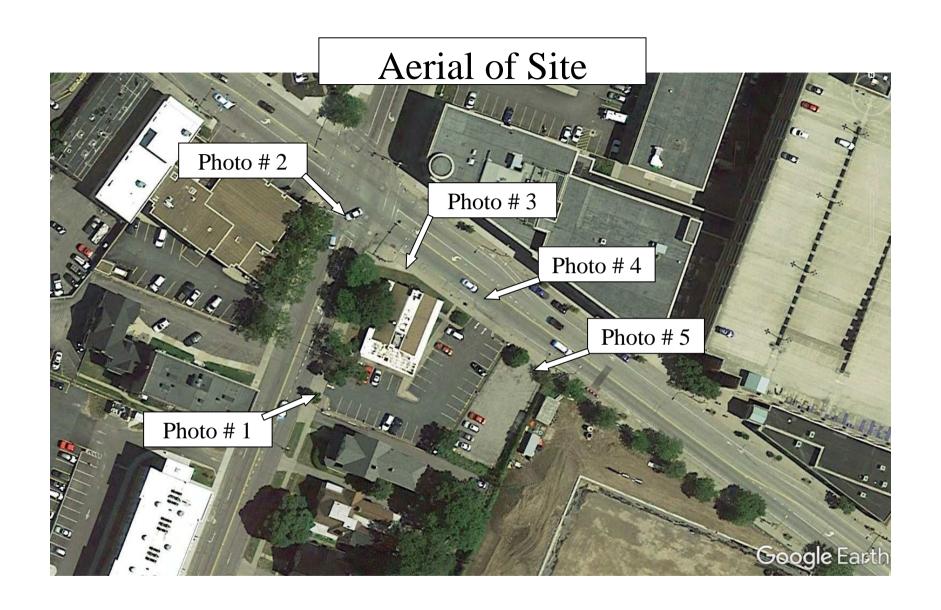


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BREAK METAL CLAD SHEATHING		PROJECT:  BUILDING MONROE ALEXANDER
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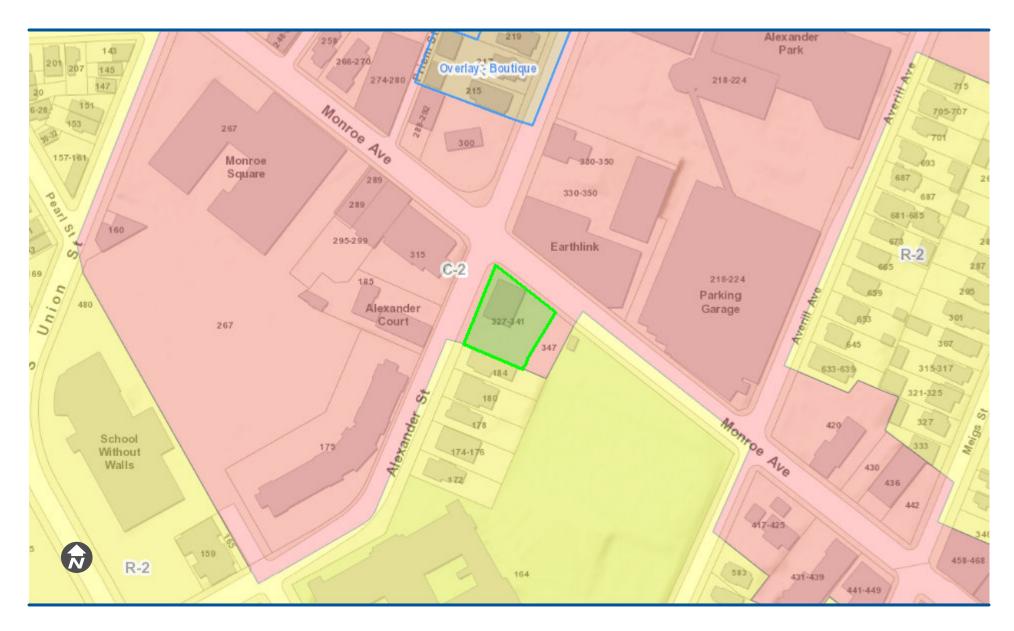








### **327-341 Monroe Ave**



September 3, 2020

This map is intended for general reference only.

The City of Rochester makes no representation as to the accuracy or fitness of the data presented.

City of Rochester, NY



## **327-341 Monroe Ave**



September 3, 2020

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City of Rochester, NY

